

4 COMMERCIAL DEVELOPMENT

Background: Balancing commercial development with job creation:

Commercial development fulfills various roles in the community by 1) providing jobs, 2) generating sales tax revenue for City budget, 3) providing goods & services to residents, & 4) contributing to the general quality of life of Brigham City.

These factors are inter-connected and, also, often misunderstood or misrepresented. The greatest misperception, with regards to commercial development, is the tendency to equate retail development (in and of itself) with economic growth and vitality. Rather, retail development is one of several components of economic development. With the exception of Tourism, retail simply spends and circulates money without growing the economy (tourism brings in outside dollars).

The majority of the general plan survey respondents identified job creation as the City's highest economic development priority. Retail alone cannot provide the quantity and quality of jobs that are currently desired and that will be needed for future generations. If citizens have good jobs and a positive outlook on the economy and their future quality of life- the City will be in good shape. Residents need good jobs to maintain their happiness, freedom and overall quality of life.

Manufacturing and high-tech industries tend to produce higher-end jobs and export products that will grow the economy by bringing back outside dollars. As Brigham City plans for its future, land needs to be designated to accommodate for office, industry, and high-tech land uses. Retail development for sales tax revenue should be balanced with job creation for citizens. The most important role of the City in promoting economic development is 1) attracting and retaining high-paying employers and 2) supporting local businesses and entrepreneurs.

There is a need for many types of retail activity in a community. Brigham City should keep both pros and cons in mind when contemplating new retail developments.

Large scale or "Big-Box" Retail development characteristics

Pros:

1. *Diverse product selection*
2. *Competitive prices*
3. *Sales Tax revenue*
4. *Employment opportunities*

Cons:

1. *Relatively lower-paying jobs*
2. *Can out-compete local businesses resulting in a net loss of jobs*
3. *Alters, concentrates traffic*
4. *May diminish downtown vitality*
5. *Profits are sent out of the community to a headquarters*
6. *Historical pattern of site re-location and abandonment after several years*

Role of Commercial Development:

Having introduced some elements of economic development, it is necessary to identify the specific role of retail. Retail's role is to 1) provide services and goods for residents; 2) generate sales tax revenue for a City; and, most importantly 3) create economic opportunity for business owners and employees. These three factors, in turn, contribute to the general welfare of the community and enhance the long-term viability of the local economy and quality-of-life.

Even with the new Wal-Mart, residents remain dissatisfied with the variety of businesses in Brigham City and indicate a strong desire to see more restaurants and shops in the city. Residents are most satisfied with "availability of parking" and "ease of travel by auto" to 1100 South shopping destinations. In contrast, they are dissatisfied with "variety of businesses" and ease of travel by foot and bicycle to the 1100 South commercial district. Development on 1100 South needs to be balanced with other commercial objectives.

Conclusion:

Overall, citizens indicated a preference for revitalizing commercial activity in the traditional commercial center along Main Street. Residents find downtown charming, attractive and easily walkable but identify the lack of commercial variety and accessibility as the major barriers to downtown's viability. It is apparent that Brigham City's commercial development challenges are the same no matter the location or type. Accessibility, aesthetic appeal and variety are the important factors that need to be incorporated into all new commercial destinations.

4.1 RELEVANT CORE PRINCIPLES:

Core Principle:	
1.	<u>OVER-ARCHING:</u> Growth in Brigham City is essential and desirable to maintain our economic vitality and provide homes and employment for our children. A well-crafted, publicly-supported General Plan should seek to improve the quality of life for current and future residents, while recognizing the challenges associated with growth and change.
2.	Foster Community & Economic Development that provides sustaining jobs for skilled and well-educated residents to live, work, and play in Brigham City.
2b.	Promote Brigham City as a popular regional center for tourism and recreation.
2c.	Foster Economic Development that prioritizes quality job growth leading to quality Retail development.
2d.	Promote a variety and balance of commercial development in the following community districts to serve a diversity of consumer and business needs:
d1.	Improvement of downtown commercial viability by attracting residents, tourists, and visitors to quality retail locations, cultural events, business activities, and mixed-use residential living areas.
d2.	Capture regional and inter-state retail sales through commercial development along the 1100 South corridor.
d3.	Capture sales from increased bird refuge visits to a new visitor's center by providing commercial conveniences at the Forest Street exit, and encourage visits to downtown Brigham City.
d4.	Encourage appropriate commercial development at Brigham's outlet to SR-13, the highway to the Golden Spike Monument.

4.2 COMMERCIAL GOALS

4.2.1 GOAL: Encourage Land and Building Utilization in Developed Areas

Background:

Development in existing built areas (referred to as infill development) is located in closer proximity to non-residential destinations thereby decreasing necessary driving distance, decreasing congestion and pollution. Infill development may also put more residents and employees within walking distance of services and entertainment. Infill tends to help the city economy while often adding relatively fewer expenses in the way of additional roadways and infrastructure as compared to infrastructure needs for development in vacant areas.

4.2.1.1 POLICY: Encourage Voluntary Private Infill Development On Isolated Vacant Lots

Implementation:

- A. Conduct an Infill Sites Analysis utilizing the following process:
 - 1. Inventory vacant infill sites
 - 2. Determine which sites have characteristics that preclude a proportional level of development according to existing zoning regulations.
 - 3. Identify modifications to underlying zones to allow a proportional level of development on small or irregular sites
- B. Potential modification to explore may include but are not limited to the following:
 - 1. Reduce required lot sizes.
This could be done in exchange for an in-lieu fee to purchase open space or sensitive lands commensurate with the lot size reduction.
 - 2. Reduce required setbacks.
For example, a 50 foot wide lot could have required side yard setbacks reduced to 11 feet if a 100 foot

- wide lot has combined side setbacks of 22 feet.*
3. Increase allowable building heights.
 4. Considering lowering application and impact fees for infill development
 5. Consider allowing adjacent on-street parking spaces to be credited toward required parking

4.2.1.2 POLICY: Encourage Voluntary Private Reuse of Vacant Commercial Building Square Footage

Implementation

- A. Utilize, if not already in use, the *Uniform Code for Building Conservation* for renovation of structures with initial construction predating World War II.
- B. Considering lowering fees for reuse of vacant or blighted buildings.
- C. Consider modifying underlying commercial zones to allow adjacent on-street parking spaces to be credited toward required parking.

4.2.1.3 POLICY: Encourage Voluntary Private Redevelopment of Blighted or Significantly Underutilized Buildings

Zoning standards affect how big buildings can be built and what land uses may reside inside. These factors affect the potential return on investment that a landowner can expect to achieve if he or she seeks to rebuild on their property. In this way, zoning partially influences private decisions to redevelop land.

- A. Analyze the combined affect of size, land use, parking and any other regulations that affect overall size and use of a building on the potential return on investment of a landowner.
- B. Potential modification to explore may include but are not limited to the following:
 1. Reduce required lot sizes.
This could be done in exchange for an in-lieu fee to purchase open space or sensitive lands commensurate with the lot size reduction.

<ol style="list-style-type: none"> 2. Reduce required setbacks. <i>For example, a 50 foot wide lot could have required side yard setbacks of 12 feet if a 100 foot wide lot has combined side setbacks of 25 feet.</i> 3. Increase allowable building heights. 4. Considering lowering application and impact fees for infill development 5. Consider allowing adjacent on-street parking spaces to be credited toward required parking 	
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4.2.2 GOAL: Identify and clarify the role of distinct commercial districts:

4.2.2.1 POLICY: Downtown' Role

To succeed as a district, downtown Brigham City needs to be an integrated and unique shopping District with activities, attractions and events to draw residents and visitors alike. *See Section on Downtown District- 5.0. Citizens identified Downtown and Main St. as the desired commercial center of Brigham City.*

4.2.2.2 POLICY: 1100 South District Role

This area currently has large-scale, "Big-Box" format retail stores. Survey results support this location staying as is; i.e. large-scale, regional auto-oriented commercial. However, many citizens felt it may be necessary to curb the extent and scale of large-scale retail at this site. Maintaining 1100 South as the appropriate location for large-scale commercial development is consistent with a goal of having Main Street be the center of commerce, as long as there is enough demand for retail for both districts to thrive. Improvement and revitalization of Main Street should be a top priority for commercial development; hence, planning for development on 1100 south should be balanced with the potential impact on existing local Main Street businesses.

4.2.2.3 POLICY: Forest Street District Role

Forest Street is valuable as a gateway to the city, this area should serve a different market niche than downtown to ensure that both can succeed, that different commercial areas in Brigham City complement rather than directly compete with one another.

Implementation: I-15 Entrance:

Public feedback overwhelmingly supports commercial development at this location. The targeted customers for this "Gateway Commercial" property are travelers- particularly tourists to the Bird Refuge Visitors Center. Commerce in this

area sets the tone for a visitor, letting them know the quality of destinations further into the city. A high quality gateway experience may indicate other high-quality tourist destination on Main Street.

Implementation: Forest Street Transit Oriented Development (TOD) Commercial Use:

Commercial development should be encouraged in the Commercial/Office Mix-Use LUC at the Train Station on Forest street but should be limited to business types that support the employees and residents in the general vicinity, rather than potential visitors or tourists.

Implementation: Overall Forest Street Characteristics:

Forest Street should be considered a “Gateway Corridor” to Downtown and, as such, will likely need to accommodate heavier visitor and commuter through-traffic. Therefore, any type of development, commercial or not, needs to have higher aesthetic standards to promote the image of Brigham City as a tourist destination. Pedestrian-elements should be mid-range: pedestrian-friendly and attractive but not necessarily at the same level as Main Street.

4.2.3 GOAL: Develop commercial district identities, prepare some commercial areas for tourism, and improve the pedestrian orientation of some commercial areas.

“Policy Ideas” survey respondents unanimously supported “incorporating strategies to improve pedestrian friendliness of commercial buildings given the likelihood of pedestrian activity.”

4.2.3.1 POLICY: Utilize pragmatic Site Orientation Standards:

Attractive commercial districts tend to be more successful in capturing shoppers who must travel out of their way to the shopping area. Many communities have developed new commercial businesses that successfully meet the needs of both the auto and the pedestrian through straightforward site orientation techniques.

Below, four basic levels of site orientation standards are outlined. The General Plan’s land use categories associate one of these four levels to each existing or potential commercial district in Brigham City. The site orientation level is based on 1) a pragmatic estimate of the degree to which a commercial area will act as a district, not just a collection of nearby firms, 2) an estimate as to the role of the commercial district in Brigham City’s growing tourist economy, and 3) an estimate of the amount of housing and employment within walking distance of the district. If an area scores high on all three measures, the general plan recommends a level 3 or 4 site orientation standard, if it scores low on all measures, the general plan recommends a level 1 site orientation standard.

Implementation

- A. Establish/ modify zoning districts for commercial and mixed use land use categories to incorporate objective site orientation standards.



South Jordan, UT

Level 1: Ancillary Pedestrian Standards

Direct Pedestrian Access through parking lot to store entrance. Sidewalks required



B. Level 1 in Brigham City:

1100 South: Auto-oriented, large-scale Commercial Development with Safe Pedestrian Access and a sensible minimum of pedestrian-friendly elements.



Salt Lake City, UT

Level 2: Integrated Auto and Pedestrian Design

Parking is to the side or rear of store. Store entrance is directly accessible to sidewalks. Parking is partially shielded.



C. Level 2 in Brigham City:

1. Gateway Commercial: 1) Landscaping, 2) parking on side or rear, 3) partially shielded parking, 4) store entrance directly accessible to sidewalk, 5) walls facing street must have 30% area in windows or doors

2. Commercial/Office Mix-Use: 1) entrance at least partially facing street and accessible by sidewalk, 2) parking on side or rear



Denver, CO

Level 3: Modern Storefront Commercial

Parking behind structures. Parking can be accessed from primary street. A primary entrance faces pedestrian walkways. High % of glass and doors on ground floor facing pedestrian walkways.



D. Level 3 in Brigham City:

1. Neighborhood Commercial: Commercial development in residential areas must meet a high level of pedestrian site orientation, so as not to disrupt safety and peaceful feel of residential areas.

2. Residential Mix-Use: (see section 3.3.5).



E. Level 4: Historic Storefront Commercial

1. Downtown/Main Street-type development.
2. Wide sidewalks with amenities such as benches, drinking fountains, lamps, etc.
3. Parking on-street & behind buildings
4. Bike racks & amenities
5. Awnings, display windows
6. Human-scale
7. Trees in Planters or ornamental metal grates

1. Downtown District: The city should require new commercial development downtown to uphold site orientation standards to ensure that it functions as a Commercial *District*— i.e. an area that creates a synergy above the competitive ability of the individual firms (consumers will be attracted to the district itself). A more in depth discussion of the Downtown District is in Section 4.0.



4.3 COMMERCIAL LAND USE CATEGORIES

4.3.1 General Commercial (GC):

General Commercial has the fewest design standards of any commercial zone. GC is oriented primarily to auto-users. Visibility and car access are top priorities for GC businesses. The intended shoppers/visitors are both regional and local. General Commercial can be large-scale and therefore attract lots of traffic. Given this reality, large-scale retail should be limited to areas with high capacity roadway facilities such as Highway 91. Parking requirements and location of lots should anticipate almost 100% automobile-customers. Uses include major retailers that serve regional customers. Other areas that were previously GC have now been changed to NC and CO-MU (see below).

Land Use: all commercial uses intended for regional customer base
Site Orientation Level: 1



GC: Southside of 1100 South (Red)

4.3.2 Gateway Commercial (GW-C):

Gateway Commercial and General Commercial are similar in their tourist/visitor accommodation and auto-orientation. The major differences are in appearance, scale and uses. Gateway Commercial uses should be smaller scale and food/tourist oriented with higher-quality outward appearance and pedestrian accessibility. Regional retail is not appropriate for Gateway Commercial. General Stores, restaurants and tourism/outdoor-oriented stores are appropriate for GW-C. Uses not allowed: residential, large-scale retail and industrial. Small-scale office uses could be appropriate in this zone.

Land Use: medium scale retail and smaller, convenience retail and drive-thrus.
Site Orientation Level: 2

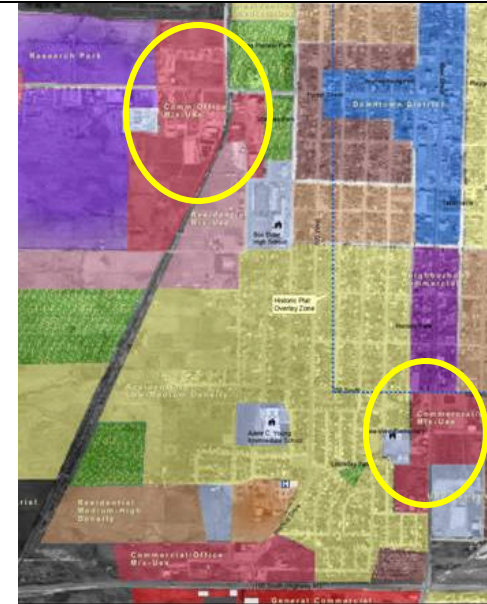


GW-C: Forest St exit off I-15 (Medium Pink)

4.3.3 Commercial/Office Mix-Use (CO-MU):

The CO-MU land use class is meant to serve residential, employee and visitors to Brigham City. All forms of transportation should be equally treated. Buildings should be oriented towards street with ample parking for customers and employees. On-street parking should be allowed in these areas. Limited residential uses may be appropriate to accommodate business owners and office employees. The CO-MU classification is located in important commuter- transitional areas and need to accommodate regional auto and transit needs. One area along the West Forest Street surrounds the commuter rail site and the other two are adjacent to 1100 South along the major roads entering Brigham City: Main Street and Medical Drive. For this reason, they also serve as de facto gateway zones and must have high design standards

Land Use: small-scale retail (for employees, local residents and commuters), office, second story residential
Site Orientation Level: 2



CO-MU: North side of 1100 South; South end of Main St Adjacent to Train Station on Forest St (Dark Pink-red)

4.3.4 Neighborhood Commercial (NC):

Neighborhood Commercial is intended as small-scale residence-friendly businesses and services for those within walking, biking or a short drive of the store. It must be human scaled, face the sidewalk, served by rear and on-street parking and include other Level 3 standards. NC areas need to have flexible parking requirements and allow on-street and shared parking strategies. Businesses/uses could include pet care, legal counseling, child care, flower shops, etc. Buildings should be two-stories or less and fit in appropriately with surrounding structures. If adjacent to other homes, than businesses should have similar styles and sizes, preferably looking similar to a home as well. NC areas are mixed-use and could be a town house complex with businesses and residences. NC areas should include incentives for infill/redevelopment such as reduced parking requirements, flexible uses and allowable mix of uses within one structure.

Land Use: small-scale for local residents
Site Orientation Level: 3



NC: North and South ends of Main St (Plum)

4.3.5 Historic Plat: Commercial Overlay (HPC-Overlay):

May include an additional design standards- applies mainly to Main Street businesses.

Land Use: small-scale retail, office, residential, entertainment
Site Orientation
Level: 3-4



HPC-Overlay: Blue Square

4.4 WEST FOREST STREET PLAN

In 1996 Utah Department of Transportation completed the Forest Street Interchange on I-15. This interchange provides direct access to Downtown Brigham City and the Bear River Migratory Bird Refuge and James V. Hansen Wildlife Education Center.

Today, West Forest Street has become the primary entrance into downtown Brigham City. The development potential of this area for commercial, office, and industrial development continues to grow. The West Forest Street area from the Union Pacific railroad lines to I-15 interchange is a relative undeveloped area.

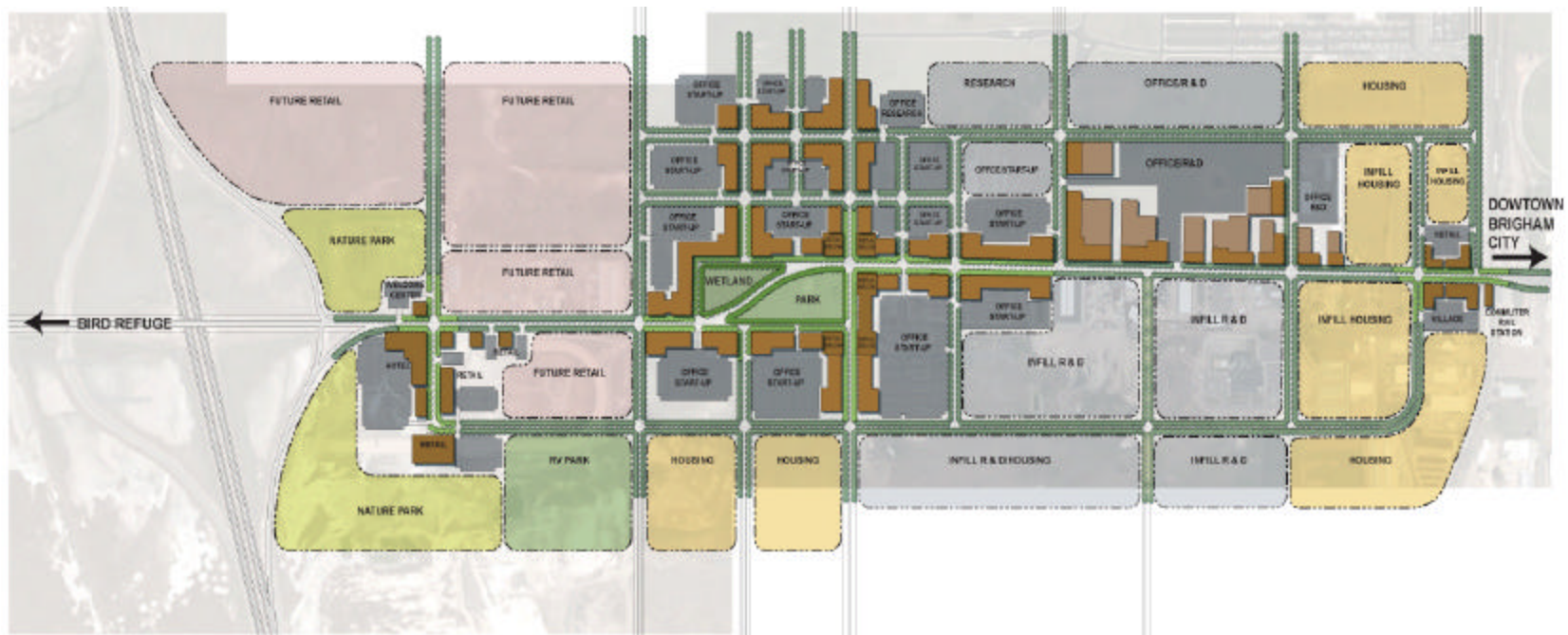
In 2005 the Brigham City Redevelopment Development Agency contracted with a consultant to develop a plan for this area. This section outlines the results of the West Forest Street Plan and incorporates the recommendations of this study into the Brigham City General Plan.

The map on the following page is the Illustrative Master Plan. It was produced through a collaborative effort between interested citizens and property owners and the consultant design team.

The West Forest Street Plan is divided into three distinct areas. This section briefly describes these different areas and recommends a group of land use types for each area.



West Forest Street Illustrative Master Plan

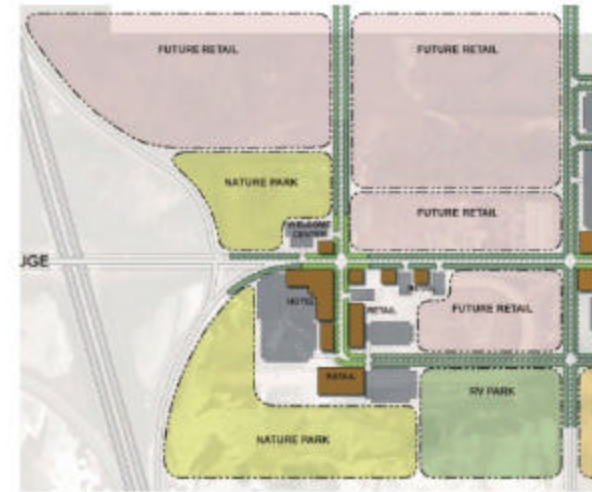


Gateway Retail:

The most western portion of West Forest Street adjacent to I-15 is considered to be a lodging and retail gateway area. This area could contain multiple uses, including hotels, dining, retail, and others, with the possible inclusion of a museum and/or welcome center. Design in this area should emphasize walkability, but anticipate and accommodate a high intensity of automobile use as well. Due to the close proximity to the James V. Hansen Wildlife Education Center at the Bear River Migratory Bird refuge, increasing business growth on the Forest Street Corridor, and the gateway function of Forest Street, the potential for attracting traffic off I-15 to this area is very high.

Land Use:

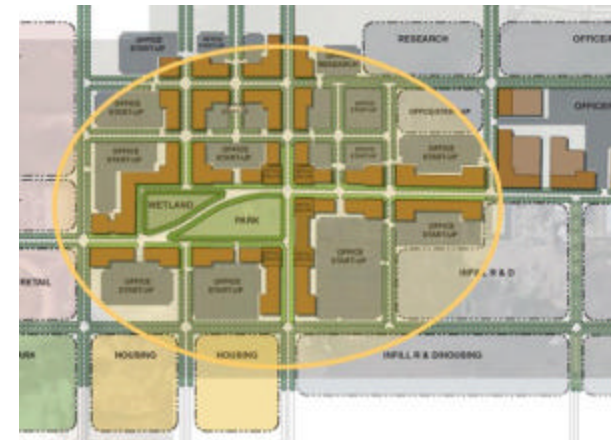
Recreation-oriented retail, Hotel and Conference Center, RV Park, Future Retail Opportunities, Northern Utah Welcome Center and Nature Park.

**Crossroads Core:**

The portion of Forest Street between approximately 1400 West and 1000 West is considered the crossroads and is approximately centered on the “S” curve area on West Forest. 1200 West is a very important north south arterial street which is intended to move heavy volumes of traffic. The emphasis for this segment of Forest Street is the development of research and development office neighborhoods. This designation would not exclude other uses, but the “flavor” of this segment is research and development.

Land Use:

Pedestrian Oriented start-up/research space, and small scale retail and services, and Interpretive park



Transit Oriented Village:

The eastern segment of the West Forest Street corridor is located adjacent to the Union Pacific Railroad. The historic depot has been designated as the northern terminus of the Frontrunner commuter rail line. Development closer to the depot should be transit-related retail opportunities and higher density housing, for people who want to take advantage of the benefits of commuter rail. Farther away from the depot, additional office/research and development/light industrial space would be emphasized.

Land Use:

Transit oriented retail village, Transit oriented housing, and Office/Research and Development/ Light Industrial



4.4 West Forest Street Goals

4.4.1 GOAL: Development of the West Forest Street as a gateway entrance to Brigham City

Background:

Use the West Forest Street Plan to guide development for this area of the City. The West Forest Street Plan provides a common direction for the future of this area of Brigham City. Due to the open nature of much of this area the opportunity exists to guide future development in harmony with this plan..

4.4.1 POLICY: Encourage a unified development standard within the West Forest Street area with the use of design guidelines within the City's Land Use Ordinances

Implementation:

Develop as part of the City's land use ordinance the following design guidelines:



Urban Design

- Building location defines and contains the street space. It concentrates and reinforces pedestrian activity and creates a sense of place.
- Building height and setback should be uniform to spatially define the street. Adequate space between structures and public spaces accommodates associated activities in a human-scaled environment.

Architecture

- The architecture should preserve and strengthen the character of the existing town and its neighborhoods, creating a compatible character in newly developed areas. It is not the intention to promote “historical reproductions” of any existing architectural style or building type. Developers and designers are free to explore new ideas, forms and materials. Designers and developers take time to understand the patterns inherent in the existing architectural character and design new structures that relate to the existing context.

Landscape Architecture

- Plazas and other public spaces are active and vibrant places in the community. They are flexible to accommodate formal and informal events, as well as large and small-scale uses.

Environment

- Storm-water management best management practices improve water quality and reduce the quantity of runoff after storm events. Successful practices will facilitate the movement and capture of storm water.

Lighting - Night Sky Protection

- To reduce light pollution, glare and energy waste by directing light downward and to appropriate areas of need. Using appropriate lighting levels to employ proper methods of energy-efficient lighting that will establish both safety and community identity while respecting the night sky.

